

# UPPER CLUTHA 21.23 SCHEDULES AND MATA- AU CLUTHA RIVER PA SCHEDULE 21.22.25

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Methodology Report

Final

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Prepared for Queenstown Lakes District Council by

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## 1.0 Introduction

- 1.1 The following Upper Clutha 21.23 Schedules and Mata-au Clutha River Priority Area (**PA**) Schedule 21.22.25 Methodology Report (collectively referred to as the **Upper Clutha Schedules**) has been prepared by Bridget Gilbert Landscape Architecture Limited (**BGLA**) and peer reviewed by Helen Mellsoop Landscape Architect for Queenstown Lakes District Council.
- 1.2 The preparation of Upper Clutha Schedules relates to RCL land in the Upper Clutha Basin that is outside the mapped Priority Areas that were confirmed by a series of decisions from the Environment Court. This parcel of work also addresses a Schedule of Landscape Values for the Matau-au Clutha River PA.
- 1.3 BGLA and Helen Mellsoop co-authored the notified version of the Priority Area Landscape Schedules, with BGLA providing ongoing expert advice to QLDC during the Priority Area Landscape Schedules Variation hearing process.

### Upper Clutha 21.23 Schedules

- 1.4 It was originally intended that all RCLs (both Priority Area and non-Priority Area) would be included as part of the Priority Area Landscapes Variation. However, the Council was required to notify the Variation by a specific date, and further time was required to ensure that identification and description of landscape values for the remaining areas of the Upper Clutha was undertaken in a robust way.
- 1.5 Although the areas of RCL addressed in this workstream are not specifically addressed in Chapter 3 of the Proposed District Plan (**PDP**) in the way that the Priority Areas are, a consistent approach to the evaluation of landscape values and landscape capacity to that required for the PA RCL areas of the district has been applied, as outlined in the following sections of the PDP.

#### **PDP Chapter 3 Values Identification Framework for Rural Character Landscapes**

**3.3.40** For the Priority Areas listed in 3.3, according to SP 3.3.41, describe in Schedule 21.23 at an appropriate landscape scale:

- a. the landscape attributes (physical, sensory and associative);
- b. the landscape character and visual amenity values; and
- c. the related landscape capacity.

*(relevant to SO 3.2.5, 3.2.5.7)*

**3.3.41** To achieve SP 3.3.40 for each Priority Area:

- a. identify and describe key public routes and viewpoints both within and in proximity to the Priority Areas (including waterbodies, roads, walkways and cycleways);
- b. identify the key physical, sensory and associative attributes that contribute to the landscape character and visual amenity values of the Priority Area;
- c. describe in accordance with SP 3.3.43, and then rate, those attributes;
- d. assess and record the relationship between the Priority Area and the wider Rural Character Landscape context;
- e. assess and record the relationship between the Priority Area and the Outstanding Natural Features within the Upper Clutha Basin;
- f. assess and record the relationship between the Priority Area and the Outstanding Natural Landscapes that frame the Upper Clutha Basin; and

g. assess and record the related landscape capacity for subdivision, use and development activities including but not limited to:

- i. commercial recreational activities;
- ii. visitor accommodation and tourism related activities;
- iii. urban expansions;
- iv. intensive agriculture;
- v. earthworks;
- vi. farm buildings;
- vii. mineral extraction;
- viii. transport infrastructure;
- ix. utilities and regionally significant infrastructure;
- x. renewable energy generation;
- xi. forestry;
- xii. rural living.

*(relevant to SO 3.2.5, 3.2.5.7)*

**3.3.43** In applying the Strategic Objectives and Strategic Policies for Outstanding Natural Features, Outstanding Natural Landscapes and Rural Character Landscapes, including the values identification frameworks in SP 3.3.37, 3.3.38, 3.3.40 and 3.3.41 and the landscape assessment methodology in SP 3.3.45, have regard to the following attributes:

a. Physical attributes:

- i. geology, geomorphology and topography;
- ii. ecology;
- iii. vegetation cover (exotic and indigenous);
- iv. the presence of waterbodies including lakes, rivers, streams, wetlands, and their hydrology;
- v. land use (including settlements, buildings and structures); and

b. Sensory (or experiential) attributes:

- i. legibility or expressiveness – how obviously the feature or landscape demonstrates its formative processes;
- ii. aesthetic values including memorability and naturalness;
- iii. wild or scenic values;
- iv. transient values including values at certain times of the day or year; and

c. Associative attributes:

- i. whether the attributes identified in (a) and (b) are shared and recognised;
- ii. cultural and spiritual values for Tangata Whenua;
- iii. historical and heritage associations;
- iv. recreational values.

*(relevant to SO 3.2.1, 3.2.1.7, 3.2.1.8, 3.2.2, 3.2.2.1, 3.2.5, 3.2.5.1 – 3.2.5.7)*

1.6 The Upper Clutha Schedule 21.23 areas are as follows:

6. East of Wānaka – Mount Aspiring Road.

7. Studholme Road.

8. Riverbank Road.
  9. Wānaka Airport Environs.
  10. Northern End of Criffel and Pisa Range Foothills.
  11. East of Luggate.
  12. Sheepskin Creek.
  13. Kane Road and Luggate – Tarras Highway.
  14. Hāwea Moraine.
  15. Hāwea Terrace Basin.
  16. Crosshill.
  17. Quartz Creek and Maungawera.
- 1.7 The spatial extent (boundaries) of the Upper Clutha Schedule 21.23 areas is shown in the QLDC GIS mapping resource and are incorporated by reference.
- 1.8 The delineation of the Upper Clutha 21.23 Schedule areas was defined by BGLA and Helen Mellsop. In many instances, the extent of the mapped areas is determined by the surrounding zoning patterns and / or confirmed boundaries of RCL PAs or ONL / ONF. This means that the Schedule area forms a discrete 'pocket' of Rural Character Landscape (**RCL**) (e.g. 21.23.6, 21.23.7, 21.23.8, 21.23.9, 21.23.10, 21.23.11, 21.23.12, 21.23.16 and 21.23.17). The RCL areas of the district correspond to a RMA s7(c) amenity landscape.
- 1.9 In the case of the Upper Clutha 21.23 Schedule areas on the eastern side of the Hāwea River and Mata-au (Clutha River), landform patterning has informed the 'internal' delineation of 21.23.13, 21.23.14 and 21.23.15 (i.e. the configuration of the boundaries between Upper Clutha 21.23 Schedule areas). It is acknowledged that the absence of detailed contour information in this part of the District has made this difficult in places (and in particular, in relation to the northern and southern edges of 21.23.14 Hāwea Moraine).
- 1.10 It is noted that the Upper Clutha 21.23 Schedules workstream is not required to address the merits or otherwise of the general RCL spatial mapping itself, as this has been confirmed through the Queenstown Lakes District Plan Review process.
- 1.11 Further, the mapped extent of an Upper Clutha 21.23 Schedule area is not a 'landscape' in its own right, and typically forms part of a broader landscape.

## Mata-au Clutha River PA

- 1.12 The Mata-au Clutha River PA was originally intended to be notified as part of the Priority Area Landscapes Variation. However, Council was directed to amend the PDP maps to categorise Mata-au Clutha River as an Outstanding Natural Feature (**ONF**) (not an Outstanding Natural Landscape) and to amend the ONF boundary so that it reflected the escarpments on either side of the river.<sup>1</sup>
- 1.13 This work was directed at the same time as the Priority Area Landscapes Variation and was not completed by the time the schedules were notified (as directed by SP 3.3.42). This led to delays in finalising the Priority Area which meant that it could not be notified with the others and would instead be notified as part of the Upper Clutha Landscape Schedules Variation.

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<sup>1</sup> [2022] NZEnvC 244

- 1.14 The sections of the PDP Chapter 3 highlighted in paragraph 1.5 above have guided the evaluation of landscape values and landscape capacity for 21.22.25 Mata-au Clutha River.

## Relevant PDP Chapter 3 Definitions

- 1.15 To assist plan users, the Chapter 3 text also includes a number of definitions that are of relevance to the preparation of the Upper Clutha 21.23 Schedules and Mata-au Clutha River PA Schedule 21.22.25.

### 3.1B.7 In this Chapter:

- a. 'Landscape capacity':
  - i. in relation to an Outstanding Natural Feature or Outstanding Natural Landscape, means the capacity of a landscape or feature to accommodate subdivision and development without compromising its identified landscape values;
  - ii. in relation to a landscape character area in a Rural Character Landscape, means the capacity of the landscape character area to accommodate subdivision and development without compromising its identified landscape character and while maintaining its identified visual amenity values;
- b. 'Landscape values' in relation to any Outstanding Natural Feature, Outstanding Natural Landscape or Rural Character Landscape includes biophysical, sensory and associative attributes (and 'values' has a corresponding meaning);
- c. 'Rural Living' means residential-type development in a Rural Character Landscape or on an Outstanding Natural Feature or in an Outstanding Natural Landscape, including of the nature anticipated in a Rural Residential or Rural Lifestyle zone but excluding residential development for farming or other rural production activities;
- d. 'Priority Area':
  - i. in relation to an Outstanding Natural Feature or Outstanding Natural Landscape, means an area listed in SP 3.3.36 and shown on the maps [held on [QLDC reference file]];
  - ii. in relation to the Upper Clutha Rural Character Landscape, means an area listed in SP 3.3.39 and shown on the maps [held on [QLDC reference file]].
- e. 'Best practice landscape methodology' in relation to the identification of landscape values or related landscape capacity or their assessment includes a methodology produced or recommended by a reputable professional body for landscape architects.

- 1.16 The Mata-au Clutha River PA Schedule 21.22.25 workstream is not required to address the merits or otherwise of the PA 'overlay' spatial mapping itself, as this has been confirmed through the Environment Court.

- 1.17 Further, the mapped extent of Mata-au Clutha River PA Schedule 21.22.25 is not necessarily a 'landscape' in its own right, and typically forms part of a broader landscape.



## Relationship of the current workstream with the PA Landscape Schedules Variation process

- 1.18 The Upper Clutha 21.23 Schedules and Mata-au Clutha River PA Schedule 21.22.25 workstream has been progressed after the completion of the PA Landscape Schedules Variation hearing process. This has allowed the Schedules that are the subject of this methodology report to integrate the relevant 'amendments' agreed in expert conferencing along with amendments recommended by the Panel. Put another way, the drafting of the Upper Clutha 21.23 Schedules and Mata-au Clutha River PA Schedule 21.22.25 'builds' on the learnings and outcomes of the PA Landscape Schedules Variation process.

## RCL areas in the Upper Clutha Basin that are not addressed in the current workstream

- 1.19 There are a small number of RCL areas in the Upper Clutha Basin that have not been addressed in the PA Landscape Schedules Variation or the current workstream.
- 1.20 A Schedule has not been prepared for the fragments of RCL land surrounded by urban zoned land in Wānaka, around the edges of Mount Iron PA (ONF), along the margins of Orau (Cardrona River) and between the urban edge and Mata-au (Clutha River) PA (ONF) adjacent Outlet Road and Aubrey Road. This is because the RCL fragments generally relate to individual sites, land that is subject to appeal in the Environment Court or sites where a designation applies.
- 1.21 Schedules have not been prepared for RCL near Jacks Point. This is because the focus of interest for the current Variation is the Upper Clutha Basin. It is also noted that the Jacks Point area is the subject of a detailed spatial planning review by QLDC.

## Methodology Report Structure and Scope

- 1.22 Drawing from this background, the Methodology Statement report is structured as follows:
- a. Provides an outline of the approach taken to the identification and evaluation of **landscape attributes and values** in the schedules.
  - b. Explains how **landscape capacity** is evaluated in the schedules.
  - c. Explains how the **schedules link with the District Plan Policy Framework**.
  - d. Describes the **landscape assessment 'method'** (or 'process') that has been used to complete schedules. This includes:
    - i. a description of **other expert inputs** into the preparation of the Schedules;
    - ii. an explanation of how **associative values** have been addressed;
    - iii. an explanation of how **perceptual values** have been addressed;
    - iv. **other information sources** relied on;
    - v. the **schedule** template;
    - vi. a description of the **field survey**;

- vii. a summary of the **peer review** process;
- viii. the **delineation of 'landscape character units'** within the Schedule areas;
- ix. the **data sources** that have been relied on;
- x. any **assumptions** that have underpinned the preparation of the Schedules; and
- xi. the **step-by-step process** that has been used to complete the work.

1.23 It should be noted that while the outline above frames the method that has been applied for the Upper Clutha 21.23 Schedules and Mata-au Clutha River PA Schedule 21.22.25 workstream, this is not formulaic and is inevitably contextual requiring professional judgement to determine the appropriate method.

## 2.0 Landscape Attributes and Values

- 2.1 The author understands that the purpose of this aspect of the Upper Clutha 21.23 Schedules and Mata-au Clutha River PA Schedule 21.22.25 workstream is to provide guidance to plan users by identifying and rating the landscape values of the schedule areas that require management under the PDP.
- 2.2 The identification and evaluation of the landscape attributes and values referenced in the schedules is underpinned by the landscape assessment methodology set out in *Te Tangi a Te Manu* (the Aotearoa Landscape Assessment Guidelines July 2022, that were unanimously adopted by the New Zealand Institute of Landscape Architects Tuia Pito Ora (NZILA TPO) at the 49th AGM on 5 May 2021 (referred to as **TTatM**<sup>2</sup>).
- 2.3 TTatM reflects best practice landscape assessment in Aotearoa and has been carefully drafted to incorporate up-to-date guidance from the Environment Court with respect to landscape assessment.
- 2.4 In particular, four key concepts addressed in TTatM have informed the range of landscape attributes and values (or 'factors') addressed in the schedules, along with the evaluation of the landscape attributes and values:
- a. the three-dimensional concept of landscape;
  - b. the definition of landscape values;
  - c. the discussion of the factors that might inform a 'starting point' for describing and evaluating landscape values; and
  - d. the rating of landscape values.

<sup>2</sup> [https://nzila.co.nz/media/uploads/2021\\_07/210505\\_Te\\_Tangi\\_a\\_te\\_Manu\\_Revised\\_Final\\_Draft\\_as\\_approved\\_5\\_May\\_2021.pdf](https://nzila.co.nz/media/uploads/2021_07/210505_Te_Tangi_a_te_Manu_Revised_Final_Draft_as_approved_5_May_2021.pdf).

## A Three-Dimensional Concept of Landscape

2.5 As explained in TTatM<sup>3</sup>:

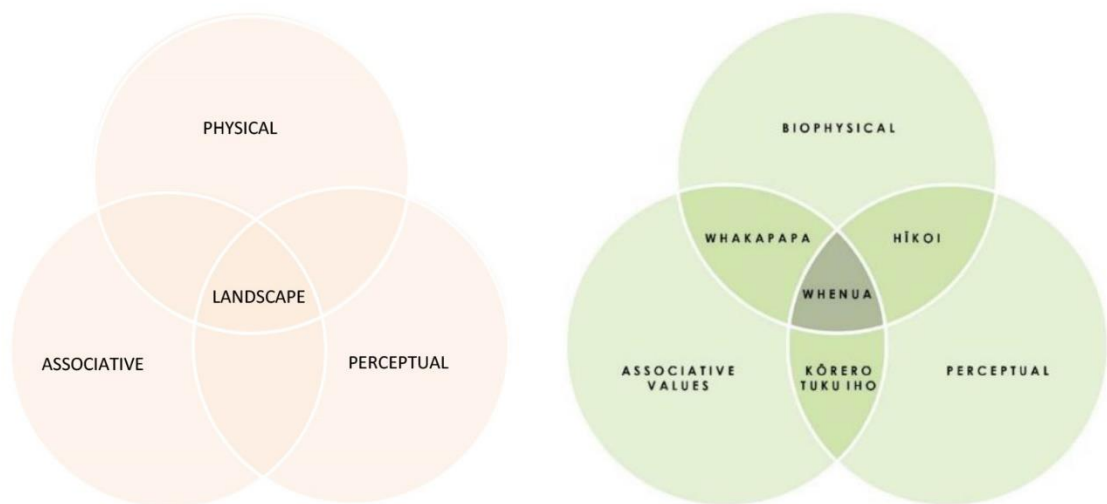
*Landscape embodies the relationship between people and place: it includes the physical character of an area, how the area is experienced and perceived, and the meanings associated with it.*

*Whenua is the nearest Te Reo term for landscape, although the terms are not directly interchangeable. Whenua contains layers of meaning concerning people’s relationship with the land.*

*Professional practice conceives of landscape as comprising three dimensions: the physical environment, peoples’ perceptions of it, and the meanings and values associated with it. This concept, integrated with mātauranga, provides a potential bridge between whenua and landscape.*

*The current professional practice of conceptualising landscape as three overlapping dimensions provides a bridge between Te Ao Māori and Te Ao Pākehā meanings: (see **Figure 1** below)*

- *Physical (the physical environment – its collective natural and built components and processes); and*
- *Associative (the meanings and values we associate with places); and*
- *Perceptual (how we perceive and experience places).*



**Figure 1:** Diagrammatic representation of the bridge between Te Ao Māori and Te Ao Pākehā meaning of landscape. Source: TTatM, page 32.

2.6 TTatM elaborates on the **three dimensions of landscape** as follows:

*‘Physical’ means both the natural and human-derived features, and the interaction of natural and human **processes** over time. Other terms sometimes used for this dimension include ‘natural and physical resources’ (which echoes RMA phraseology), natural and built environment (which echoes the Randerson Report phraseology), ‘physical environment’,*

<sup>3</sup> Refer TTatM, pages 31 and 32.

**‘biophysical’** (which is potentially problematic if it is taken to mean only the natural aspects of landscape rather than both natural and human features), and **‘geographical’**.

**‘Associative’** means the intangible things that influence how places are perceived – such as history, identity, customs, laws, narratives, creation stories, and activities specifically associated with a landscape. Such associations typically arise over time out of the relationship between people and place. *Tāngata whenua* associations are therefore especially relevant because of primacy and duration. *Pūrākau*, *tikanga*, *whakapapa*, and *mātauranga* are key considerations of the associative dimension from a Te Ao Māori perspective, particularly important when considering matters such as *mauri* and *wairua*. Other terms sometimes used for this dimension include **‘intangible’**, **‘meanings’**, **‘place-related’** (sense of place).

**‘Perceptual’** means both sensory experience and interpretation. Sensory appreciation typically occurs simultaneously with interpretation, knowledge, and memory. What we **know**, **remember**, and **imagine** influences how we perceive a place. While sight is the sense most typically applied to landscape assessment, sensory perception importantly includes all the senses such as sound, smell, touch, and taste (the smell of the forest floor, sounds of a city, feel of the wind, sense of movement in the tides and waterways, tastes of an area’s foods, or of salt on the wind). Other terms sometimes used for the perceptual dimension include **‘sensory’** (which suggests only raw senses and does not capture the cognitive or interpretative aspect that is implied in the term ‘perceptual’), **‘aesthetic’** (which suggests a focus on beauty rather than wider appreciation), and **‘experiential’** which perhaps better conveys movement and active engagement.

- 2.7 The Topic 2 decisions use the term **‘sensory’** rather than **‘perceptual’** (as used in TTatM). This reflects the ongoing debate within the landscape profession at the time of landscape evidence preparation for the Topic 2 appeal hearings with respect to terminology. Since that time, the landscape profession has agreed to use the term ‘perceptual’ rather than ‘sensory’ as it captures both the sensory experience and peoples’ interpretation of those sensory experiences. For this reason, the term ‘perceptual’ is used in the schedules.

## Landscape Values

- 2.8 TTatM explains that **landscape values** are:

*...the reasons a landscape is valued – the aspects that are important or special or meaningful. Values may relate to each of the landscape’s dimensions – or, more typically, the interaction between the dimensions. They could relate to the physical condition of the landscape, the meanings associated with certain attributes, and their aesthetic qualities. Importantly, values are embodied in certain physical attributes (values are not attributes, but they depend on attributes).<sup>4</sup>*

- 2.9 TTatM elaborates that values are ascribed by people and typically reflect different interests and perspectives, observing that even natural values, which may be referred to as ‘intrinsic’, are values ascribed by people. It is the role of the landscape assessor to provide an impartial assessment of landscape values.<sup>5</sup>

<sup>4</sup> TTatM, paragraph 5.6.

<sup>5</sup> Ibid, paragraphs 5.9 and 5.10.

## The Factors that Inform an Understanding of Landscape Values

2.10 TTatM explains that the three dimensions are complementary, overlapping, and non-hierarchical<sup>6</sup> and provides a **list of the typical factors** often considered under the dimensions of landscape:

- Physical
- (Natural and human):
  - Geology and geomorphology.
  - Topography and hydrology (including drainage patterns).
  - Climate and weather patterns.<sup>7</sup>
  - Soil patterns.
  - Vegetation patterns.
  - Ecological (flora and fauna) and dynamic components.
  - Settlements and occupation.
  - Roads and circulation.
  - Land use – cadastral pattern.
  - Buildings.
  - Archaeology and heritage features.
  - Tāngata whenua features.
  - Likely future (permitted or consented) activities in the environment.

- Associative
- Tāngata whenua creation and origin traditions manifest in landscape features.<sup>8</sup>
  - Tāngata whenua associations and experience – (historic, contemporary, and future)<sup>9</sup> including pūrākau, whakapapa, tikanga, and mātauranga.<sup>10</sup>
  - Tāngata whenua metaphysical aspects such as wairua and mauri.
  - Legal personification of landscape features.
  - Historic associations and stories attached to the landscape since European settlement.
  - Shared and recognised values of a landscape derived from community life including the community's livelihood, its history and reason for being in that place, places of social life and gathering, places associated with metaphysical meanings such as retreat, contemplation, and commemoration.
  - Landscape values associated with identity such as attributes that are emblematic for an area, places that are central to a community (main street, wharf, park), features that are anthropomorphised.
  - Landscapes that are engaged through activities such traditional food and resource gathering, recreational use, food and wine that reflect a locale, tourism based on landscape experience or appreciation of a landscape's qualities.

<sup>6</sup> TTatM paragraph 4.28.

<sup>7</sup> Factors are intertwined. For example, high rainfall on the West Coast results in lush vegetation and very active erosion compared to the dry regimes east of the Southern Alps. Much of the topography of the Southern Alps is influenced by glaciation which is also strongly influenced by climate. Characteristic weather patterns are also part of a landscape's character, such as the Waikato River's mists, Hauturu-o-Toi's cloud puff, Canterbury's Nor-west arch, and Greymouth's 'The Barber' wind.

<sup>8</sup> Such traditions often explain the appearance of features, whakapapa connections between them and between features and tangata whenua, and patterns of occupation and use. Creation and origin traditions are associated with many landscape features – particularly notable examples include Aoraki, Mauao, Taranaki maunga, and Te Mata-o-Rongokako.

<sup>9</sup> Tāngata whenua have a holistic relationship with landscape in all its dimensions. The highlighting of certain factors in this list is not to be interpreted as restricting tāngata whenua landscape values to such factors.

<sup>10</sup> Refer **QLDC Proposed District Plan Chapter 2 Definitions 2.3 Glossary and Chapter 5 Tangata Whenua**.

- Perceptual
- Geomorphic legibility (how obviously a landscape expresses the geomorphic processes).
  - Wayfinding and mental maps (legibility or visual clarity of landmarks, routes, nodes, edges, and areas of different character).
  - Memorability.
  - Coherence (the extent to which patterns reinforce each other, coherence between human patterns and underlying natural landscape).
  - Aesthetic qualities.
  - Naturalness.
  - Views.
  - Wildness/remoteness.
  - Transient attributes.

2.11 TTatM clarifies that such lists are useful reminders but are not intended as a formula, explaining:

- Factors straddle dimensions (e.g., 'naturalness' is a function of physical, associative, and perceptual dimensions) – it is the interplay between dimensions that is often key.
- Not every factor is relevant everywhere, and factors that are not listed may be relevant.
- The relative weight given to a factor depends on context and issues.
- Assessment and interpretation of such factors (and the conclusions and recommendations that flow from them) is a matter of professional judgement. As with all matters of professional judgement, explanation and reasons are key.

2.12 TTatM also explains how the three overlapping dimensions of landscape (i.e. physical, associative and perceptual) draw from factor lists such as the 'Pigeon Bay factors'<sup>11</sup> and the 'Lammermoor list'<sup>12</sup>, commenting that the benefit of 'repacking' such factors as three overlapping dimensions include:

- Accommodating both tāngata whenua and western world views in a holistic manner.
- Linking the dimensions more directly with the definition of 'landscape'.
- Providing flexibility to include other relevant factors and criteria depending on context.
- Discouraging use of such checklists as a default formula.

2.13 The list of 'factors' set out in TTatM is longer and more comprehensive than the list of factors in PDP Chapter 3 SP 3.3.43. This reflects the more 'summary' nature of SP 3.3.43. Importantly, all of the factors referenced in TTatM sit within the 'scope' of the factors listed in SP3.3.43.

2.14 The matter of **landscape scale** is also of importance in identifying (and rating) landscape values.

2.15 The physical scale of the landscapes to which a landscape schedule is to apply (e.g. regional scale, district scale etc) will influence the 'grain' or level of detail in the schedule.

2.16 As explained earlier, for the Upper Clutha 21.23 Schedules, the physical extent of the Rural zoned land which is classified as RCL in the Upper Clutha Basin has been determined via the District Plan Review process, with the extent of each of the 21.23 Schedule areas defined by BGLA and Helen Mellsop. However, it is important to note that the grain of landscape description and evaluation applied in the Upper Clutha 21.23 Schedules is inevitably coarser grained than a site-by-site landscape evaluation process. It will be important that this distinction is made in any future planning documents that incorporate the schedules. As mentioned previously, many of the schedule areas assessed do not constitute complete 'landscapes' but are, in some cases, landscape character units, or areas, within a broader landscape.

<sup>11</sup> For example, see NZEnvC C180/99 at [7].

<sup>12</sup> For example, see NZEnvC 432 at [50].

- 2.17 Further, the Schedules include attributes that contribute positively to landscape values, attributes that detract from landscape values, and attributes that are neutral with respect to informing landscape values. Reference to ‘Other distinctive vegetation types’ and the ‘Important land use and patterns and features’ in the Schedules do not relate to attributes or landscape values that need to be protected. Rather, these are attributes that influence landscape values (and landscape capacity). Reference to these existing attributes is not intended to ‘lock in’ existing land uses.
- 2.18 The reference to ‘Plant and Animal Pests’ corresponds to attributes that detract from landscape values. Pest information is included at the end of the landscape capacity section of each Schedule. Few, if any of the District’s RCL or ONF/L areas are pristine and there are varying levels of modification evident (including plant and animal pests). This means that landscape restoration and enhancement (which can include the management of pests) is a highly desirable outcome. The reference to plant and animal pests is intended to guide appropriate future landscape management within the Schedule area. (For example, where a resource consent or plan change is proposed within a Schedule area, the proposal or provisions may seek to specifically address the management of pests).
- 2.19 In addition, the identification of an attribute in a Schedule is not confirmation or otherwise as to whether the attribute has been legally established.

### Rating Landscape Values

- 2.20 TTatM recommends a seven-point rating scale for the evaluation of landscape values (and landscape effects) explaining that the seven-point scale is recommended as a ‘universal’ scale for the following reasons:

*It is symmetrical around ‘moderate’.*

*It has even gradations.*

*It uses neutral terms so does not confuse rating and qualitative aspects.*

*The scale is therefore suitable for both positive and adverse effects, and for other purposes such as aspects of landscape value and natural character. It can be used in a ‘universal’ manner. (Emphasis added.)*

*The seven points provide for nuance of ranking, while being near the practical limit at which such distinctions can be made reliably. For those who struggle with seven points, the scale can be envisaged as three simpler categories (low, moderate, high) with finer steps above, below, and in-between.<sup>13</sup>*

very low	low	low-mod	moderate	mod-high	high	very high
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low	moderate	high
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- 2.21 Rating landscape values is a complex and iterative phase requiring a significant component of expert judgement by the landscape assessor, and typically including input from a **Study Team** comprised of other expert disciplines (for example, ecologists, geologists, archaeologists, where relevant), iwi representatives, Council staff, key stakeholders, and (ideally) representatives of the wider community.
- 2.22 The process by which input from other expert disciplines (ecology, heritage, recreation, geomorphology), iwi representatives, Council staff, key stakeholders, and (ideally) representatives of the wider community

<sup>13</sup> See TTatM paragraphs 6.21 and 6.22.

has been integrated into the Schedules is explained shortly under the discussion of the Landscape Assessment 'Method'.

- 2.23 Further, as TTatM advises (at paragraph 5.30), care is required in rating attributes to quantitatively evaluate landscapes for the following reasons:

*Conceptually, landscape is the interplay of dimensions – not the sum of their parts.*

*Value is embodied in specific character and attributes, not the generic criteria/factors that typically make up a scoring framework.*

*The relative significance of any criterion/factor depends on context.*

*While in practice a high 'score' for one dimension is often repeated by high scores in the other dimensions (given that the physical, associative, and perceptual dimensions typically resonate with each other), such self-reinforcing tendencies do not always hold true and should not be misconstrued. It is possible for a landscape to have a single over-riding reason for its value.*

*Some criteria/factors, particularly in more detailed schema, may be in opposition (for example rarity vs representativeness, historic features vs naturalness).*

## 3.0 Landscape Capacity

- 3.1 The purpose of this aspect of the Schedules is to provide guidance to plan users by assessing and recording the landscape capacity of the area for subdivision and development activities for a range of different land uses.
- 3.2 In addition, the author notes that assessments of landscape capacity of this nature are typically aimed at assisting the management of cumulative adverse landscape effects.
- 3.3 As discussed earlier, the meaning of 'landscape capacity' within the context of the district has been defined in PDP Chapter 3. These definitions of landscape capacity have informed the corresponding assessment within the Schedules.
- 3.4 PDP Chapter 3 also provides guidance with respect to the range of land uses for which the landscape capacity should be assessed, acknowledging that other activities may be deserving of consideration.
- 3.5 Some of the land uses addressed in the schedules are described in Chapter 2: Definitions of the PDP. The exceptions to this are clarified as follows:
- i. 'Tourism related activities' which the author and peer reviewer have assumed has the same meaning as 'resort' in Chapter 2.
  - ii. 'Intensive agriculture' which the author and peer reviewer have assumed has the same meaning as 'factory farming' in Chapter 2.
  - iii. 'Urban expansions' which the author and peer reviewer have assumed means: a change from a rural activity to urban development; or a change (including any proposed change) in zoning to an urban zone, including any change to the urban growth boundary or any other zone changes (or proposed changes) that would provide for urban development.
  - iv. 'Mineral extraction' which the author and peer reviewer have assumed has the same meaning as 'mining activity' in Chapter 2.



- v. 'Farm scale quarries' which the author and peer reviewer have assumed means the mining of aggregate for farming activities on the same site.
  - vi. 'Renewable energy generation' which the author and peer reviewer have assumed has the same meaning as 'Renewable Electricity Generation and Renewable Electricity Generation Activities' in Chapter 2.
  - vii. 'Forestry' which the author and peer reviewer have assumed has the same meaning as 'Forestry activities' in Chapter 2.
  - viii. 'Rural living' which the author and peer reviewer have assumed has the same meaning as rural living in Chapter 3 section 3.1B.5.
  - ix. 'Passenger lift systems' which the author and peer reviewer have assumed has the same meaning as Chapter 2 except that for the purposes of the schedules, it includes base and terminal buildings and stations.
  - x. 'Jetties, lake structures, moorings and boatsheds' (where relevant), which the author and peer reviewer have assumed have their plain meaning (and may be used interchangeably).
- 3.6 As TTatM explains: an evaluation of (landscape) capacity is a necessarily imprecise process because it involves estimating an unknown future.<sup>14</sup>
- 3.7 For this reason, commentary with respect to landscape capacity is relatively 'high level' and focusses on describing the characteristics of development outcomes that are likely to be appropriate within the specific Schedule area rather than a series of measurable standards (such as a specified building height or building coverage control).
- 3.8 This reflects the complex nature of successfully integrating subdivision, use, and development into RMA s7(c) amenity landscape settings which typically involves a fine-grained, location-specific response. Such an approach does not fit well with the 'one size fits all' approach implicit in measurable standards.
- 3.9 For the purposes of the Schedules, landscape capacity is described using the following four terms:
- **some** landscape capacity;
  - **limited** landscape capacity;
  - **very limited** landscape capacity;
  - **extremely limited** landscape capacity; and
  - **extremely limited or no** landscape capacity.
- 3.10 The choice of wording here is deliberate. Given the uncertainty around what a specific landuse might entail, the author has not applied the seven-point rating scale (described above) but favoured a 'less absolute' terminology.<sup>15</sup>
- 3.11 Further, the ONL or amenity (RMA s7(c)) landscape context of the Schedules, means that they are inevitably sensitive to land use change (albeit to varying degrees). For this reason, the choice of terminology intentionally favours a relatively cautious approach to land use change.

<sup>14</sup> See TTatM paragraph 5.46 last bullet point.

<sup>15</sup> For example, under the land use type of 'renewable energy generation' this can range from a single wind turbine for domestic use to a large-scale windfarm.

3.12 To assist plan users, the following broad explanation of each of these terms is as follows:

**Some landscape capacity:** typically, this corresponds to a situation in which a careful or measured amount of some sensitively located and designed development of this type is unlikely to materially compromise the identified landscape values.

**Limited landscape capacity:** typically, this corresponds to a situation in which the landscape is near its capacity to accommodate development of this type without material compromise of its identified landscape values and where only a limited amount of sensitively located and designed development is unlikely to materially compromise the identified landscape values.

**Very limited landscape capacity:** typically, this corresponds to a situation in which the landscape is very close to its capacity to accommodate development of this type without material compromise of its identified landscape values, and where only a very limited amount of sensitively located and designed development is likely to be appropriate.

**Extremely limited landscape capacity:** typically, this corresponds to a situation in which the landscape is extremely close to its capacity to accommodate development of this type without material compromise of its identified landscape values, and where only an extremely limited amount of very sensitively located and designed development is likely to be appropriate.

**Extremely limited or no landscape capacity:** typically, this corresponds to a situation in which the landscape is extremely close to, or already at, capacity to accommodate development of this type without material compromise of its identified landscape values, and where either no, or an extremely limited amount of very sensitively located and designed development is likely to be appropriate.

3.13 It is intended that the use of this five-tier landscape capacity terminology, **along with** a description of the characteristics that are likely to frame development that is appropriate (from a landscape perspective), will assist in guiding the scale, location and characteristics of each land use type that will maintain and/or enhance landscape character and visual amenity values in the schedule areas.

3.14 In a similar vein to the discussion above in relation to landscape attributes and values, it should also be noted that the evaluation and comments with respect to landscape capacity:

- a. relate to 'a moment in time' and therefore may change over time; and
- b. have been undertaken at an overall 'Schedule area' scale, rather than a 'site' scale.

3.15 It should be noted that the capacity evaluation has taken into consideration residential building platforms but does not factor in consents that have not been implemented.

## 4.0 The link between the Schedules and the District Plan Policy Framework

4.1 For methodological consistency and transparency, the Schedules have been structured and prepared in the same way as the Priority Area Schedules, using the three dimensions of landscape: physical, associative and perceptual (or sensory) described above. This is established and accepted by the NZILA best practice.

4.2 This approach reflects the fact that all landscapes (and not just Aotearoa's very high value landscapes), are the 'result' of the collective interaction of these three dimensions of 'landscape'.

4.3 Landscape character and visual amenity values are expressed through the 'three dimensioned' structure of the Schedules (i.e. physical, associative and perceptual / sensory). The concept of 'landscape character' encompasses all three dimensions of landscape. 'Visual amenity values' typically draw from the perceptual dimension, however there is inevitably an overlap with the physical dimension.

4.4 The schedule author has carefully considered the potentially perceived 'disconnect' between the 3.3.41 text and the 21.23 Schedule structure. It is the author's view that structuring the 21.23 Schedules to more

'neatly' align with the terminology in the PDP would be methodologically flawed as it amounts to plan policy guiding how landscape schedules are 'crafted', rather than landscape assessment best practice (as articulated in TTaTM and which has informed the 21.23 Schedule structure).

- 4.5 In a similar way, the policy context for PAs set out at 3.3.41 mentions 'aspects' that are not specifically referenced in the 21.23 Schedules. For example, assess and record the relationship between the PA and the wider RCL context; and assess and record the relationship between the PA and ONFs in the Upper Clutha Basin. Again, for reasons of methodological consistency and transparency, the Schedule author does not consider that it is appropriate to craft the schedules to respond to these specific policy constructs and considers that the three dimensional landscape approach allows for these matters to be referenced. The Schedule author has carefully considered the content and terminology in the 21.23 Schedules, to ensure that the requirements of 3.3.41 have been adequately addressed and that there is a reasonably obvious link between the 21.23 Schedule text and policy 3.3.41 wording.

## 5.0 Landscape Assessment 'Method'

- 5.1 This section of the Methodology Statement explains the process or 'method' used to prepare the Schedules.

### 'Other Expert' Inputs

- 5.2 The three-dimensional approach to assessing landscape values outlined in Section 3 typically involves input by 'other expert' disciplines (i.e. non landscape architects).
- 5.3 The range of other disciplines required to assist landscape evaluation will vary from district to district throughout New Zealand depending on the landscape characteristics of the area. For example: the proliferation of volcanic features throughout Tāmaki Makaurau (Auckland), suggests a need for expert geological input to understand landscape values; the largely indigenous vegetation covered Raukumara Range would require expert ecology input to understand the health and value of the indigenous flora and fauna; and cultural landscape expert input would be required to understand the Te Ao Māori history and context to the modern day use and occupation of Ohinemutu Village on the shores of Lake Rotorua.
- 5.4 For the Queenstown Lakes District, the following expert inputs have informed the assessment of landscape values:
- a. Geomorphology (Jack McConchie).
  - b. Terrestrial Ecology (Simon Beale).<sup>16</sup>
  - c. Māori cultural landscape / mana whenua (Aukaha).
  - d. Recreation and tourism (Thrive Spaces and Places).
  - e. Heritage and archaeological (Origin Consultants).
- 5.5 Given that the Upper Clutha 21.23 Schedules and Mata-au PA Schedule 21.22.25 workstream is focussed on identifying the landscape values of the mapped RCL and ONF Areas (as opposed to a 'first principles' exercise of determining the extent and values of such areas), a pragmatic approach has been adopted to 'other expert' input. With the exception of cultural input (discussed shortly), this has involved the 'other experts' providing comment on a 'first draft' of the Schedules.

<sup>16</sup> NB There has no expert input with respect to freshwater ecology.

- 5.6 More specifically, this includes responding to the following questions:
- a. *Bearing in mind the role of the Schedules to identify the landscape character and visual amenity values that need to be managed, are there any other attributes and values relevant to your discipline that are deserving of mention in the Schedules? If so, please advise recommending text description.*
  - b. *Are there amendments required to the (existing draft) description of values relevant to your discipline in the Schedules? If so, please advise recommended text amendments.*
- 5.7 The Methodology Statements for the 'other expert inputs' (excepting Māori cultural landscape / mana whenua expert input) are attached as **Appendix A** (NB this includes reports relating to the PA Landscape Schedules project as well as the current workstream).
- 5.8 With respect to suggested amendments to the Schedules 'text', the expert advice in relation to geomorphology, ecology, mana whenua and recreation and tourism has been adopted.
- 5.9 The Heritage and Archaeological suggested text amendments tend to focus on cross referencing to District Plan features rather than describing the 'values' that need to be protected, although it is noted that many such values are mentioned in the Origins Methodology Report. While many of the suggested text amendments to the Schedules have been incorporated, an approach to describing values has been retained in the Schedules.
- 5.10 The Schedule author acknowledges the reluctance of mana whenua to rate landscape values. The landscape experts defer to mana whenua on these matters and have sought to avoid specifically rating mana whenua values in the schedules.

## Associative Values

- 5.11 Associative values embrace the meaning that mana whenua, communities, and individuals place on landscapes (and features).
- 5.12 The cultural input described above has assisted with informing the meaning that mana whenua associates with the Schedule areas.
- 5.13 With respect to the associative values ascribed by broader community to the Schedule areas, QLDC undertook:
- a) Preliminary community consultation between 9 March and 3 April 2022 of all of the Schedule areas (prior to the notification of the PA Landscape Schedules). The preliminary or 'first' consultation process is described in section 4 of the Section 32 Evaluation Report.
  - b) A community consultation drop-in session on 4 July 2023 in relation to the 21.23 Schedules as described in section 4 of the Section 32 Evaluation Report.
  - c) Online consultation between 22 June 2023 and 6 August 2023 in relation to all of the Schedules, as described in section 4 of the Section 32 Evaluation Report.
  - d) Clause 34 feedback between 19 August 2024 and 30 August 2024 on the material proposed to be incorporated by reference.
- 5.14 The feedback from the first three public consultation processes listed above, has been collated into Summary Tables (**Summary Tables**) by QLDC staff. The Summary Tables have been reviewed by the landscape schedule author and the (draft) Schedules amended to reflect many of the points raised by the

public. To assist transparency, the landscape schedule author has also recorded a brief response to each matter raised in the Summary Tables. (Refer **Appendix B.**)<sup>17</sup>

- 5.15 The Clause 34 feedback has resulted in:
- a) Amendments to the mapping of 21.23.15 to include Open Space areas outside the urban zone (consistent with the mapping approach followed in the PA Schedules mapping work) and correct minor errors where the 21.23.10 mapping inadvertently overlaps the Rural Lifestyle Zone.
  - b) A change in title for 21.23.15, from Hāwea Terrace to Hāwea Basin. (It should be noted that the Appendices attached to this report have not been amended to reflect this change.)
  - c) Amendments to the schedule text where such changes are supported by technical landscape advice. Changes relate to Schedules 21.23.9, 21.23.11, 21.23.13, 21.23.14 and 21.23.15.

## Perceptual Values

- 5.16 Perceptual values relate to our sensory experience of landscapes and features and includes a cognitive or interpretative aspect (as opposed to simply the 'raw' sensory experience). This dimension of landscape values has been assessed by the landscape architects in the project team (with Bridget Gilbert carrying out the expert evaluation and Helen Mellsop undertaking a peer review role). A number of comments provided during public consultation have also informed the drafting and rating of this aspect of landscape values.

## Other Information Sources

- 5.17 Other information sources relied on in the preparation of the Schedules include:
- a. Crown Pastoral Land Tenure Review.
  - b. Environment Court decisions that address the relevant area, including expert landscape evidence referenced in decisions.
  - c. Landscape assessments prepared for resource consent applications within the relevant area.
  - d. Reserve Management Plans and publicly available geomorphological and archaeological reports.

## Schedule Template

- 5.18 A copy of the Schedule template is attached in **Appendix C.**
- 5.19 The structure of the Schedule template responds to the directions of the Court in the Topic 2 decisions, applies the landscape methodology discussed in Section 3 and aligns with the structure used for the PA Schedules.

## Field Survey

- 5.20 Helen Mellsop and Bridget Gilbert undertook a joint survey of the Schedule areas in December 2022 and are generally familiar with the landscapes assessed through previous experience within the District.

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<sup>17</sup> NB the landscape schedule authors have not corrected any typographical errors or the like in the Summary Tables as supplied by QLDC.

## Peer Review Process

- 5.21 The Peer Review process has included involvement in the development of the methodology and schedule templates, determination of the Schedule areas with the Upper Clutha Basin RCL, field survey and discussions in relation to the attributes and values associated with each Schedule area. Each of the Draft Schedules was read and reviewed in sequence to ensure coherence in assessment descriptions, language and relativity between the Schedule areas. Some language edits were made to ensure consistency, however edits to the attributes, values and ratings outlined in the Schedules were undertaken through iterative discussion between the author and the reviewer. Edits to the Schedules have thus been agreed between the assessors and the reviewer with the decision on edits made by the assessor.
- 5.22 The full Peer Review Report is attached as **Appendix D**.

## Delineation of Landscape Character Units within Priority Areas

- 5.23 The Schedules 'team' have considered the utility of dividing the Schedule areas into landscape character units or 'sub areas' as they have worked through the drafting of the Schedules to assist an understanding of values. This has not been deemed necessary in any of the Schedule areas.

## Data Sources

- 5.24 A full list of the GIS data and their sources relied on to inform the landscape assessment is attached in **Appendix E**.

## Assumptions

- 5.25 The Schedules 'team' acknowledge that while they have some knowledge of some of the 'sites' within many of the Schedule areas, detailed site visits have not been made to assist the drafting of the Schedules. It is expected that as QLDC work through the notification process, detailed site visits may be appropriate to assist the refinement of the Schedules.

## Step by Step Process

